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ABSTRACT

The purpose of this visit was to observe, analyze, and make recommendations concerning educational guidance programs in Finland. A general description of the Finnish educational system is given. The greatest amount of guidance activity by qualified guidance workers is external to the school system and administered by a different national ministry. Guidance activities within the school are provided by health services, homeroom teachers, and liaison teachers. Activities related to vocational guidance and maintenance of cumulative records are also described. Educational guidance is an area that needs greater attention at all levels of teacher education. A proposal constructed by the Finnish school program committee to provide a more comprehensive educational system in Finland and summaries of introductory talks and group discussions, which were part of a Finnish seminar in educational guidance, are provided. A general summary, conclusions, and recommendations based on the tour and seminar are presented. (PS)

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A REPORT ON MY EXPERIENCES AND IMPRESSIONS

AS A

UNESCO CONSULTANT IN EDUCATIONAL GUIDANCE IN FINLAND

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April, 1965

CG 000 333

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A REPORT ON MY EXPERIENCES AND IMPRESSIONS

as a

UNESCO CONSULTANT IN EDUCATIONAL GUIDANCE IN FINLAND

Ralph H. Johnson

INTRODUCTION

My visit as a Consultant in Educational Guidance was initiated and sponsored by the Educational Society of Finland, the Finnish National Board of Schools, the Finnish UNESCO Commission, and the UNESCO Commission. The purpose of my visit was to observe, analyse and make recommendations concerning educational guidance programs in Finland.

Upon my arrival in Helsinki, I was met by officials of the Educational Society of Finland and the National Board of Schools. These officials briefed me concerning plans for the immediate future.

The first four weeks of my visit were devoted to acquainting me with the organisational structure and operation of the total educational and guidance programs. As the first step in this orientation, I was granted an interview by Mr. Oittinen, Minister of Education. Following this meeting, I conferred with the administrative officers of the National Board of Schools, the Educational Society of Finland, the Finnish National Commission for UNESCO, the Department of Vocational Education and Ministry of Works and Transportation, and the Union of Elementary School Teachers. These conferences were followed by visits to a representative sampling of guidance clinics and educational institutions in Finland.

The very willing cooperation and gracious hospitality of the educational officers and teachers in Helsinki, Rajamäki, Turku, Tampere, Jyväskylä, Jämsä, Oulu, and Liminka were of tremendous help to me during my visits to the schools and clinics of Finland. Their names and titles appear in Appendix I. The itinerary that was arranged for me is outlined on pages 2 and 3.

ITINERARY

January 27, 1964	Paris, France United Nations Educational, Scientific and Cultural Organization
January 28 to February 2, 1964	Helsinki, Finland Ministry of Education Ministry of Works and Transportation United States Information Center Finnish U N E S C O Educational Society of Finland National Board of Schools University of Helsinki Primary Teachers' Union Alppilan Yhteislyseo Taivallahti Elementary School Soumalainen Yhteiskoulu
February 3, 1964	Rajamäki, Finland Rajamäen Yhteiskoulu
February 4 to February 7, 1964	Turku, Finland Child Guidance Clinic University of Turku Regional Bureau of Vocational Guidance Normal Secondary School for Boys
February 8 to February 11, 1964	Tampere, Finland School of Social Sciences Kaleva Kindergarten Home for Girls Children's Nursery Child Guidance Clinics Civics School Vocational School Saukonpuisto School for Special Education

Itinerary (Continued)

February 12 to February 13, 1964	Jyväskylä, Finland University of Jyväskylä
February 14, 1964	Jämsä, Finland Jämsä Center Primary and Civic School
February 15, 1964	Liminka, Finland Liminka Secondary School Home School for Boys People's High School Civic School
February 16 to February 19, 1964	Oulu, Finland Normal Training School Oulun Normaalilyseo Oulu College of Education University of Oulu
February 20 to March 7, 1964	Helsinki, Finland Alppilan Yhteislyseo Teacher Training College University of Helsinki Seminar at Alppila Yhteislyseo The Finnish Workers' Institute Student Union of the University of Helsinki

At most of the educational institutions and guidance clinics, I had conferences with many individuals, observed teaching, and was given many opportunities to ask questions. These observed classes ranged from the nursery school level to classes for teachers who were completing their last year of course work in preparation for becoming teachers in civic school. I was very favorably impressed with the interest and eagerness of the students, and was equally impressed by the enthusiasm and competence of the teachers.

During these visits, I was also invited to discuss education and guidance programs in the United States. I spoke to various groups on such topics as:

The Organization of Schools in the United States
Teacher Preparation in the United States
Financial Support of Schools in the United States
General Principles of Educational Guidance
Realization of Educational Guidance in the United States
Preparation and Function of the Guidance Specialist
Guidance Specialists and the Classroom Teacher
Counseling at the College Level

THE EDUCATIONAL SYSTEM OF FINLAND

Since guidance programs have a direct and pertinent relationship to the general scheme and staffing of the school system, it is desirable to outline briefly the basic educational structure as I understand the situation from my visits to the schools and through conversations with various members of the school staff at each school.

Compulsory public elementary school attendance begins at age seven. All pupils continue in the elementary program until they reach the age of eleven. At this point, their achievement on a two-day oral and written examination in Finnish or Swedish and in mathematics and the report of the elementary school teacher determine their eligibility for entrance into the secondary schools. These secondary schools are either state schools or private (state-supported) schools.

Nationally, about 40 percent of the age group continues study in the junior secondary schools at age eleven and upon the completion of grade four. However, not all of these eligible pupils enter the secondary schools since there is not room for all of them, and in some instances, especially in sparsely settled areas, the family, because of economic reasons, cannot afford the over-all cost of the child's school attendance far away from home. In addition, because of parental attitudes and values, some pupils continue in the elementary school until age thirteen.

The pupils who do not meet secondary school entrance requirements (about 60 percent of the age eleven group) continue in the elementary school until age thirteen. The elementary school classes for these pupils vary in size from 35 to 40 pupils, and the class teacher system is in use.

Upon completion of the elementary school at age thirteen, the pupils continue their education in the civic school for two years. A few communities have provided a three-year civic school.

Education in the civic school is departmentalized, is practical in nature, and affords the student an opportunity to explore and further develop his capabilities. The most important subjects for boys are woodworking, forestry, farming and metals. The most important subjects for girls are household economy, home and child care, and needlework. In addition, instruction is given in social science, literature and mathematics.

In most civic schools there are three areas of concentration, and these areas include social sciences, general technical, and commercial. At the completion of the civic school at age fifteen, a student is given a certificate which indicates that he has completed compulsory education. At this point, the pupil either may seek employment or may be admitted for further study and training in special vocational schools, technical schools, navigational schools, normal schools for agriculture, forestry schools, schools for domestic handicraft, housewifery schools, people's colleges, and special business schools. The pupil's choice depends to some extent upon his specialization in civic school and upon local educational facilities. Upon satisfactory completion of training at many of the above-mentioned schools, the pupil may be permitted to enroll for further advanced study in technical institutes in domestic handicraft, agriculture and economics.

Special educational programs are provided for the less able, retarded, handicapped, or emotionally disturbed child. Classes in these programs are limited to from 10 to 20 pupils. The classes may be a part of the usual elementary school or they may be housed in separate schools, taught in either instance by specially trained teachers. In some schools these exceptional children may be in the regular classes, but the requirements for these pupils are less rigid than the requirements for the regular students.

The secondary school student attends junior secondary school (middle school) for five years, and then, depending upon his grades and his wishes, continues to upper secondary school (Gymnasium) for three years. Fifty-six percent of secondary school enrollees are girls and forty-four percent are boys.

At the secondary school level, the major emphasis is on liberal arts. Finnish and Swedish are the official languages of Finland, and both of these languages are required and taught at all grade levels in the secondary schools. Two and sometimes three additional foreign languages are required. The pattern may vary with individual schools, but generally one foreign language is taught for seven years for four periods a week, and one (sometimes two) is taught for three years for five periods a week.

Secondary school students who fail or who do not wish to continue in the junior secondary school until age fifteen are obliged to enroll in a civic school.

Secondary school students who complete the junior secondary school, fifth form, may apply and may be admitted for further study in commercial, technical and teacher colleges or institutes.

Other secondary school students may complete one or two years of upper secondary school and then be accepted for training in technical colleges, agricultural colleges, institutes for domestic economy, teacher colleges or institutes.

Although a considerable period of time is spent on the study of languages, many secondary schools permit students to specialize in either commercial or technical areas. Students specializing in technical areas are not required to spend as much time in the study of languages. Thirty-five percent of the time in the technical or mathematical course is spent on mathematics, physics, chemistry, manual training and metals.

The linguistic course, or in some schools (Rajamäki) called the commercial course, is devoted to languages (native and foreign), typing, bookkeeping, and commercial subjects. Students taking the linguistic branch are expected to master three languages (two domestic and one foreign) and in addition must acquire a reading knowledge of two additional foreign languages. Some secondary schools provide an additional area of specialization which permits greater concentration on such subjects as history, biology, religion and a third language.

More than half of the students who initiate secondary education do not enter or complete the upper secondary school. Most private and public secondary schools include two to three hours a week of study in each of the following areas: religion, social studies, natural science, art, physical education, manual training handiwork, household economics, and commercial subjects. Some of these courses are required for all five years of junior secondary school, and others are required for two or three years. Only occasionally are electives permissible; at Rajamäki, the electives include music, typing, handiwork, stenography and psychology.

Secondary school students who are in the highest grade take part in the matriculation examination in April of each year. The examination covers the minimum of:

I. A six-hour written examination in biology, chemistry, church history, philosophy, physics, history and psychology,

   or a comprehensive examination in mathematics.

II. A composition in the mother tongue.

III. A translation test in the other domestic tongue.

IV. A translation test in that foreign language which the student has studied for seven years.

V. In addition, an oral examination, given by the school teachers (resp.), in the full school course of these subjects.

In addition to the above, the candidate may take one or two extra examinations: the other alternative from I (above) and/or one or two additional languages.

The examination papers are graded on a four-point basis:

Laudatur	--	Highest score
Cum laude approbatur	--	Above average
Approbatur	--	Average or acceptable
Improbatur	--	(Failure)

If the student fails the matriculation examination and is unable to make it up by fall, he can take all four examinations the following spring (plus a possible make-up). If he is unsuccessful in all attempts, he can still obtain a certificate of attendance from his school, on which are listed the grades he achieved in the various subjects.

After passing the matriculation examination, the student receives the secondary school completion certificate, which permits him to apply for admission to one of the fourteen higher academic institutions of Finland. Many of these academic institutions, because of overcrowding, conduct their own entrance examinations or accept only those students who have passed their matriculation examinations with the highest grades. The course sequences and requirements for entrance differ somewhat among these institutions. In addition to taking courses at a higher academic institution, there are several alternative ways of becoming qualified for teaching or child care careers.

GUIDANCE SERVICES -- EXTERNAL

While noting and reviewing the educational structure of Finland, I was most concerned about and made inquiries concerning the extent and availability of guidance services. I was interested in the availability of qualified personnel to guide children, adolescents, and teen-agers in preparing for and in making the transition from primary schools to secondary schools, from primary schools to civic schools, and from civic and middle secondary schools to general vocational and technical institutes and employment.

Since many of these crucial transition and decision points come at adolescence, the adolescent has to cope with physiological changes, considerable personal turbulence, and the identity-seeking aspects of his development at a time when he also needs to decide which sequence of courses and which type of school would be most appropriate to his interests, needs, capabilities, value systems, and educational and occupational goals.

My observations, which were based on only six weeks of study and on visits to a limited number of schools, indicated that the greatest amount of guidance activity by qualified guidance workers is external to the school system and under different national ministries. One of these agencies, the Child Guidance Clinics, places its emphasis on the diagnosis, guidance and treatment of the problem or disturbed child. The other agency, the Vocational Guidance Bureau, is also external and is also under a separate ministry. According to Mr. Mattlar, Chief of Department of Vocational Education, the Vocational Guidance Bureau does make considerable contact at the schools with

students who are reaching the terminal or transition point in elementary, civic and secondary schools, and, in addition, provides occupational materials for the use of the career (sometimes called liaison) teacher in civic and secondary schools.

My observations of the Child Guidance Clinics in Turku and Tampere indicated that the psychologists and social workers, working under the direction of a psychiatrist, are providing diagnosis and treatment of pre-school and elementary school children. Their services include administering individual intelligence tests (Finnish adaptation of Terman-Merrill) and reading readiness tests (ripeness or maturity tests) to pupils who wish to enroll in elementary schools before age seven. They also administer individual intelligence tests and provide treatment to children who have difficulty in making normal school progress. Parents and teachers make referrals to the Child Guidance Clinic. Diagnosis, treatment, and therapy are provided for the emotionally disturbed, anxious, depressed, brain-damaged, epileptic, and mentally retarded children. They also treat enuresis and behavior problem children. Once a determination is made that a child should be placed in a special class, the social worker contacts the parents to have them come in for a conference and explains the advisability of referring the child to special classes and to appropriate schools. In many instances, the parents also receive instructions concerning what the clinic is trying to accomplish and suggestions concerning ways in which parents may be helpful.

The Child Guidance Clinics at Turku and Tampere indicated that they were inadequately staffed. They indicated that minimum staffing of professional personnel at a child guidance clinic should include a team consisting of a psychiatrist, two psychologists, and two social workers, plus several aides. In no instance did the child guidance clinics that I visited have a minimum staff. In no instance did I meet a psychiatrist at the time of my visit.

The greater percentage of referrals came from parents, although it was acknowledged that teachers and headmasters may have initiated the contact by suggesting that the parents take the child to the clinic.

It was also my pleasure to visit the Vocational Guidance Bureau at Turku. I found that the vocational guidance service is of a placement nature for young people and is available to students at terminal points of their educational program. The civic school graduates at the age of fifteen and the secondary school students who discontinue their formal education at the age of sixteen, seventeen or eighteen are seen at the bureau in greater numbers than any other age group. These individuals come voluntarily or are referred by teachers, headmasters and parents.

The Vocational Guidance Bureau cooperates with the educational authorities and sends occupational materials to the school for use by the career teacher. Similarly, the schools complete evaluation forms for students who are referred or who are receiving help from the guidance bureau. Individuals coming to the bureau receive individual counseling as well as analysis of individual aptitude and vocational fitness. In addition, the psychologists at each bureau do follow-up studies, and, in many instances, former clients return for continuing help. Multi-aptitude, performance, dexterity, interest, personality, projective, and individual intelligence tests are used by the

psychologists in the Vocational Guidance Bureau. Normative data on the multi-aptitude tests are available to the psychologists in the Vocational Guidance Bureau. Validity data are scarce but are becoming increasingly available as follow-up studies are being initiated and completed in the Vocational Guidance Bureau in Helsinki and at the University of Jyväskylä and University of Turku.

The vocational guidance services of the bureau are voluntary and free of charge, and in the counseling aspects, the concerns and needs of the individual have precedence over the needs of society.

An additional and very significant vocational guidance service which is initiated by the Vocational Guidance Bureau and the civic school staff is the work of the Youth Employment Office in finding jobs in which civic class students can work for two weeks each year in grades 8 and 9. The student has a choice of three job areas. The arrangement affords the student the opportunity to explore his possibilities as a prospective employee in one of several industries or on a specific job, and secondly, it gives the employer an opportunity to evaluate the prospective employee's vocational fitness and reliability.

As in the case of the guidance clinics, the psychologists in the Vocational Guidance Bureau indicated that the case load is much too heavy and that more psychologists as well as more local offices are needed throughout the country. The guidance bureau psychologists at Turku stated that 300 clients per year would be an ideal case load for each psychologist.

It appeared to this writer that the external guidance programs (the Child Guidance Clinic and the Vocational Guidance Bureau respectively) provide intensified guidance services for pre-primary and primary school pupils and assist older students in bridging the gap between compulsory school attendance and work or further training and education. The Child Guidance Clinic is essentially a place where the exceptional and problem child may receive diagnosis and treatment, and the Vocational Guidance Bureau is providing guidance and placement of adolescents as they leave civic and secondary schools.

GUIDANCE SERVICES -- WITHIN THE SCHOOLS

The functions of these two above-mentioned highly organized guidance programs are outside the school setting, problem oriented in one instance and placement oriented in the second instance, and have their greatest impact at either the beginning or ending of a child's school experience (primary, civic and secondary). Therefore, I looked at the primary, civic and secondary schools for educational guidance programs that would be directed at assisting all students, normal and atypical, in discovering, understanding and developing their unique capabilities on an on-going and continuous basis.

The most evident guidance services within the school setting were the health services. Health services are usually considered part of a well organized guidance program, and it was evident that the services of health workers such as a nurse, dentist, and medical doctor are available on a part-time basis in nearly all of the schools I visited. These health specialists

check on the health of the children, diagnose problems, and give treatment. Dental correction is free to all elementary school children. The health workers also keep an on-going record of the child's health. The work of these health specialists is as much concerned with developing good health habits and early identification of health problems as with correction of health problems.

The guidance activities or educational guidance within the schools is not as well organized and delineated as to role and function as are the services of the workers in the Child Guidance Clinics and the Vocational Guidance Bureaus.

In my discussions with teachers and headmasters at all levels, it was indicated that the classroom teacher and the headmaster feel that they provide guidance of a personal and educational nature to pupils and students who indicate a desire for help. Special teachers such as the liaison or career teacher, with the assistance of the officials in the Vocational Guidance Bureaus, provide educational and occupational information and preliminary vocational guidance to parents and students at the highest grades of civic school and also in the middle secondary school grades. The liaison teacher also prepares, summarizes, consolidates, and delivers to the Vocational Guidance Bureau psychologists a general analysis of the classroom teacher's appraisal of student potentiality and behavior.

Many secondary schools in Finland have a class adviser or homeroom teacher who usually moves along with the same group of students in the civic and lower secondary schools, and, in this capacity, provides group and individual guidance as needed. However, since in many instances this is an extra assignment without reimbursement, the teacher may not be as interested or take enough time to prepare materials and disseminate appropriate materials, organize and lead a group discussion of common guidance problems, or do individual counseling on an intensive basis.

Other teachers, including liaison or career teachers, indicated that they are not sufficiently informed as to what might be the content of group guidance discussions and that there is not a sufficiency of appropriate materials and guides for their use in discussions of this type. The career or liaison teacher also indicated that the lack of organized materials and educational and career information is an area of concern. The bulk of the material that they had for group discussion or lessons consisted of the materials prepared and presented by the Vocational Guidance Bureau.

I noted with considerable satisfaction that the career or liaison teacher that I observed did, in his (or her) weekly lesson, give a broad picture of job opportunities to all students and did discuss in some detail the job requirements and opportunities in various parts of the country. The presentation I heard was based on the national job situation as well as on information concerning the local job situation which had been developed by the local Vocational Guidance Bureaus in their local job surveys.

A striking and desirable feature of occupational exploration that is required of students who are considering entering the School of Social Sciences at Tampere is the three-month practical experience as an aide or helper in the area of work that the student is considering entering at the School of Social

Sciences. This experience gives the young adult an opportunity to determine if the work is what he thought it might be and gives his superior an opportunity to evaluate and approve the student's potential in a particular area. The superior forwards his evaluation to the School of Social Sciences at Tampere.

In carrying out the educational guidance of students, teachers and headmasters have access to the health records of students as well as the educational and adjustment progress of students as indicated by student grades, attendance records, and ratings in deportment.

In addition, in some instances the class advisers, under the leadership of the headmaster, hold class conferences in which they discuss with the faculty the adjustment problems and the approaches that some teachers have found to work with a particular class adviser's students. It was my good fortune to be invited by Mr. Frösén, headmaster of the Alppilan Yhteislyseo, to sit in on a class conference conducted by Mrs. Christensen, teacher of English and one of the class advisers at Alppila. The class adviser in this school, as in other schools in Finland, usually has forty pupils who stay together for all subjects in one year and may continue together in succeeding years and during this time have the same class adviser. The class adviser meets with the class for one period a week as their adviser and also has this group of forty pupils in one of her regular English classes. Notes of the class or case conferences go to each teacher, and usually all forty students in the advisory are discussed by the twelve to fourteen teachers who have these students in their classes. These class conferences are held three or four times a year at Alppila.

In the conference which I attended, the class adviser briefly discussed the progress, strong points and adjustment problems, if any, of each of her advisees and then asked other faculty members for their comments, evaluation and suggestions. It was interesting to note the frequency with which each faculty member tended to bring out information and suggestions that were of value to all of the teachers in helping them to understand the student's motivation and thus be better equipped to extend a helping hand to the individual student.

As an example, one of the students was frequently tardy for the opening class, but during the discussion it was pointed out that this student had an unusually long distance to come to school. In another instance, teachers were discussing the poor attitude and very aggressive behavior of one student when the teacher of physical education stated that if one takes time to explain the situation slowly and not excitedly to the student, she understands, changes and cooperates. The class conference continued with many cases involving more severe and complex problems than those indicated above.

If the student doesn't respond to class adviser's counsel and is a behavior problem, the student receives detention, which involves returning to school on Saturday evening for 1-2 hours. If the student doesn't cooperate after detention, the student is referred to the principal.

As I listened to the case presentation and the comments and suggestions that followed, I was very much impressed by the interest and concern and understanding of the faculty. Nevertheless, I felt that a specially trained guidance worker or counseling specialist or school psychologist would have been of considerable assistance to the group as they pondered and considered approaches to helping these students.

Class conferences also include discussion of characteristics of the whole class or sometimes the dynamics of the subgroups within the class. These approaches were also found to be helpful. These discussions result in further contact with the student and/or parent by the headmaster or his designee. In addition, teachers frequently confer with one another, concerning individual students, at coffee breaks or in a more appropriate or private environment.

Some teachers indicated that they really have no definite and private place in which to hold an individual conference with a student and that occasionally they have conferences of a personal nature with students as they both look out an open window.

To augment individual and educational counseling, some schools have developed a record form which provides teachers with an opportunity to see the developing picture of each child.

Mr. Frösén, headmaster of the Alppilan Yhteislyseo, indicated that the following information is gathered on each child upon his entrance:

Name of pupil
Date of birth
Place of birth
Mother tongue
Home background
Occupation of parent or guardian

In addition, on another form, the teachers at Mr. Frösén's school rate the growth and development of the student on the following attributes: attitude, activity in class, frequency and quality of recitation, behavior, manners, cooperation, and prospect or capability of learning. On this form there is also a place for recording general comments or for writing an objective description of the student's behavior. However, this completed form, the child's grades, his test results (if any), and the health record are all in different areas of the school and not as convenient to the interested teacher as they would be if all were placed together in a single cumulative folder and easily accessible to the teachers.

GUIDANCE TRAINING FOR TEACHERS

Inasmuch as the on-going and developmental personal, vocational and educational concerns of normal youth in Finland appear to be essentially the responsibility of the classroom teacher, I was interested in learning about the extent to which prospective teachers, and particularly liaison or career teachers, are exposed to concepts and understandings in the area of general psychology, child psychology, developmental psychology, tests and measurement, knowledge of community resources, interviewing techniques, and occupational and educational information.

Although my inquiries in this area were not pervasive, I did discuss this point to some extent with Miss Nisonen, Lektor in Educational Psychology

at the Oulu College of Education. She indicated that the students who are preparing to be teachers at the elementary and civic levels receive courses or lectures as follows:

I. General Psychology (2 hours - one semester)

II. Child Psychology (2 hours - one semester)

III. Practical Psychology, which includes:
- A. Theory of Testing
- B. How to Interpret Records and Information (tests administered by the Child Guidance Clinics)
- C. Elementary Statistics
- D. Measurement in Subject-Matter Areas
- E. Test Construction in Subject-Matter Areas

IV. Guidance
Pupil observation
Child behavior in play, study or lunchroom

V. Case Study
Each year a prospective teacher studies one student or a group of students intensively.

VI. Case Studies and Case or Class Conference Technique (included as part of practice teaching assignment)

The above outline of courses is intensified for the civic school teachers inasmuch as they receive a third year of collegiate training in which the above courses are developed in greater depth and include individual differences and also emphasize the importance of gathering data about the developing child and recording same in a cumulative record.

During my visits and discussions with Professor Mäki and Professor Kyöstiö of the University of Jyväskylä, I found additional evidence of their concern for additional development of course sequences in developmental and differential psychology for prospective teachers attending the University of Jyväskylä. Similar concern was expressed by Dr. Ruutu, Principal of the Teacher Training College, Helsinki.

From other inquiries I got the impression that secondary school teachers were not required to take any courses of a guidance or child developmental nature. It seems that in order to achieve an M.A. degree with the greatest dispatch, it is most efficient to place the major emphasis on three areas of study, and these areas are the subject-matter areas that they will teach. Until last spring the education courses have given less credit for the M.A. degree than other courses, and most students prepare by independent study to pass the examination in pedagogy. In the past, this could be accomplished by a two-to four-week period of intensive study.

Upon the completion of the M.A. degree and the examination in education, prospective secondary school teachers spend one year as cadet teachers in

normal training secondary schools. They observe demonstration teaching by master teachers and prepare lesson plans, teach one or two classes a week, and, in addition, attend lectures on how to teach.

Pupil appraisal in the United States is considered an essential aspect of the total guidance program. Therefore, I inquired at schools and universities about the extent of development and use of appraisal techniques. A considerable amount of this activity was found at the Research Bureau at the University of Jyväskylä. Noteworthy progress is being made at the University of Jyväskylä, and considerable collaboration exists with the University of Helsinki in the area of psychometrics and appraisal. Nonverbal abilities or performance tests have been developed for children between the ages of 2½ to 11 years, and similar activity is progressing in developing multi-aptitude tests of verbal abilities through a factorial approach to the primary mental abilities.

The Research Bureau at the University of Jyväskylä is also developing a series of achievement tests for use in elementary and secondary schools. These tests are still in the exploratory stage and have not been standardized on a national basis.

In totality, it would seem that educational guidance is an area that has been most neglected in the preparation of secondary school teachers and is an area that needs greater attention and concern at all levels of teacher education. It appears that since Finnish youth, beginning at grade 4 or age eleven, exhibit considerable anxiety concerning the possibilities of being accepted in a secondary school, and since they even thereafter have a number of choices to make and avenues to follow in terms of opportunities, there is definite need of a continual and developmental approach to understanding pupil strengths, their anxieties and weaknesses, and the possibilities or alternatives open to them, particularly from the point of view that a number of alternatives should be considered by the student and the parent in the event that their first choice and possibly their second choice may not be possible of accomplishment.

A PROSPECTIVE EDUCATIONAL SYSTEM IN FINLAND: A PROPOSAL BY THE SCHOOL PROGRAMME COMMITTEE

At this point in my description of the educational program in Finland, I believe it is important to report some background concerning recent proposals for a future comprehensive educational system as reflected in a few excerpts of several paragraphs from an eight-page paper delivered by Mr. Oittinen, Director General of the Finnish National Board of Schools before the Comparative Education Society, Helsinki (28:11:1963).

". . . In 1956, the Government appointed again a committee whose task was to draw up a school policy programme for the near future. . . This committee, called the School Programme Committee, comprised both school administrators and representatives of the different political parties. The committee's report was complete in the summer of 1959.

"The proposal of the school program committee

"The features of the new school system proposed by the school programme committee remind one of a comprehensive educational system; although the basic education is, however, not sharply unified, it offers opportunities for specialisation. In this school system, there would be a combination of primary, civic and junior secondary school into a nine-year compulsory school with division into lines in the higher classes. The pupils in the different lines would be able to continue their studies either in the three-year gymnasium or in a vocational institute.

"The teaching in this school during the first four years would be the same for all children. Differentiation in the teaching would differ only slightly, during the fifth and sixth school year, in the teaching of a foreign language or the second national language. For those who do not wish to study either of these languages, there would instead be provided an education of more practical nature; however, the possibility of changing the orientation of study on the basis of supplementary studies would still be preserved after the sixth class. The difference would be widened from the beginning of the seventh school year in three lines.

"As motivation for its propositions, the School Programme Committee expressed the following:

"A thorough reform of the school system is necessary because the basic structure of the present system is entirely out-of-date, and it is neither in harmony with the needs of society nor with the needs of children and young people. The requirements of the present society as well as those of economic life are so great that everybody should have an improved and more diversified basic education than before. In the ancient society, divided into estates, there were different schools for manual and intellectual workers. This no longer meets the nature and the requirements of working process at present. The difference between physical and intellectual work has become very vague. The amount of so-called civil services as well as that of office work has greatly increased, not to mention the internal development of all occupations, which has led to the situation suggesting that something other than physical power is demanded.

"Therefore, young people's training for life must give them an improved and more diversified basic education before they start the studies leading to their future career.

"Furthermore, social and political life as well as participation in the cultural life at present require that the general instruction given at school must be increased.

"Because of these reasons, a chance should be given to all children to obtain education which would be as good and many-sided as possible. However, the characteristic qualifications of the child itself--his talents, his energy and interests--must be the source out of which all the instruction grows; these facts should be taken into consideration to a greater extent than at present.

"Now on the basis of the entrance examination in the secondary school, the children at the age of eleven are divided into talented or less talented, or into groups suited to either physical or intellectual work. All of this takes place at a stage in the children's life when, with few exceptions, it is impossible to say anything with certainty about their future development. We are compelled to discontinue dividing children into groups, as the entrance examination does now, and to endeavor to find a more flexible and dependable way of determining their lines of study. If the line of study could be determined during a longer period than at present, if there were several orientation stages, and if it were possible to change the chosen line of study to another one, we would be able to create a school system in the frame of which all children would obtain an improved and more diversified basic education than at present. In any event, this education would correspond to their characteristic qualifications better than the present education.

"The comprehensive school is also motivated by the requirements of social equality. Furthermore, this school form would easily realize the democratic principle that the poverty of the parents and their remote place of residence must not prevent a child to obtain the education that is adapted to his characteristic qualifications and interests; at any rate, this must not happen to children in the compulsory school age. . .

"According to these principles, the school would include the following stages of study:

"1. A four-year elementary stage under the charge of class teachers.

"2. A two-year orientation stage, arranged in groups which would be led by a class teacher, but during the course of which pupils would have the right to choose either the study of a foreign language or supplementary practical teaching. The teaching of these alternative subjects would be entrusted to specially trained 'subject' teachers.

"3. A three-year higher stage divided into lines: The teaching is in the hands of 'subject' teachers. As regards the arrangement of direction of studies, the school would afford rather wide freedom, but for practical reasons the studies would need to be grouped so that there would be (a) a practical course, (b) a one-language course (foreign or the second national language), and (c) a course in two languages (foreign and the second national language in addition to the mother tongue).

"This unified or comprehensive school giving basic education should be free of charge and so arranged that the same social benefits are given to all children. The solution attained should be administratively unified municipal school supported by state grants.

"To avoid unnecessary disturbances in the school system, the School Programme Committee proposed that the new schools should not be founded too hurriedly, but rather according to the normal need of extension; for the period of transition, there should be reserved a possibility for experimental activity with a view to the definitive solution of the school system. . ."

CONFERENCES AND SEMINARS

During the week of February 24, I participated in several conferences with the Alppilan Yhteislyseo faculty and prepared and delivered the following papers at the University of Helsinki:

"Preparation and Function of the Guidance Specialist"
(to the Graduate Seminar of Professors Koskenniemi and von Fieandt)

"Guidance Specialist and the Classroom Teacher"
(to the combined classes of Miss Hälinen and Mr. Sipinen)

"Counseling at the College Level"
(to the Study Counselors of the Student Organizations Within the Student Union)

These papers were all translated into Finnish, and copies were provided each member of the audience.

My visit to Finland culminated in a three-day Seminar in Educational Guidance, which began on Tuesday, March 3, 1964, and continued through Thursday, March 5. The seminar was sponsored by the Educational Society of Finland, the Finnish National Commission for UNESCO, and the National Board of Schools.

I prepared two papers for presentation at the opening day's session. These papers were entitled "Educational Guidance: General Principles" and "Organization and Realization of Educational Guidance in the United States." These two papers were translated into Finnish, and copies were provided to each member of the audience. In addition, copies of the papers that I read to the three different groups at the University of Helsinki were also given to each member of the seminar.

My presentations were followed by addresses on educational guidance in Finland by the following individuals:

Dr. Esko Pennanen	Officer, Board of Schools
Mr. Walter Erko	Inspector of Elementary Schools in Helsinki
Mr. Niilo Lehtonen	Inspector of Vocational Schools, Department of Vocational Education
Mr. Niilo Visapää	Teacher of Religion and Philosophy, Normal Lyceum, Helsinki
Mr. Wolmar Mattlar	Chief of Bureau of Educational Guidance
Dr. Hillevi Kiviluoto	President of Youth Guidance Clinics Association

Their presentations are summarized in Appendix II.

Immediately following the formal presentations, members of the seminar dispersed into four discussion groups. Topics for discussion included the following:

Need of educational guidance in Finland; factors to be considered in arranging guidance

Definition of the aims of a guidance program

Organizing guidance in Finland; how the set aims can be reached

Summary of Group Discussion results

General Discussion

I was invited to meet with discussion groups and did move about from one group to another, and thus had an opportunity to participate in the less formal sessions. In these instances, I was asked concerning what I considered to be first steps toward achieving a developmental approach to a guidance program. My responses to questions from the discussion groups included some of the thoughts expressed in the summary which follows.

SUMMARY AND CONCLUSIONS

In reviewing my experiences and understandings as assimilated from my five-week tour and three-day seminar, it was evident that there is an abundance of positive concern about enhancing the total educational guidance program in Finland.

I was pleased that all pertinent disciplines had been invited to attend the seminar and that all had an opportunity to describe their programs and to express their concerns about guidance programs and approaches that might be appropriate for individuals and communities in Finland. In addition, the exchange of ideas and communication that occurred augurs well for harmonious progress in developing an organized guidance program that would be tailored to meet the needs of Finnish students.

Looking back upon the educational situation, it seems that there are several approaches that would enhance the educational program in Finland. These approaches would include:

(1) A closer working relationship between the schools and the Child Guidance Clinics.

(2) Similarly, an even closer working relationship between the schools and the Vocational Guidance Bureaus, since the emphasis in both instances is with the typical student.

(3) Greater progress in the direction of having educational and vocational guidance programs integrated in the schools.

(4) The need to view guidance as a continuous process, not as an isolated event.

(5) More training in child development, individual differences, and guidance procedures and techniques for all teachers.

(6) Intensive training for career, liaison and class advisers in child development, individual differences, use and interpretation of appraisal instruments, parent conferences, interviewing techniques, and dissemination of occupational, educational, social and personal information.

(7) Providing released time from teaching duties or providing remuneration for appropriately trained and qualified teachers (1) to devote time to interviewing students concerning interpersonal relationships, self-understanding, personal problems, and choices of school and/or vocation, (2) to function as a resource person to teachers in the area of child development, and (3) to work with Child Guidance Clinic and Vocational Guidance Bureau personnel in a team approach to meeting the guidance needs of all youth, atypical and typical.

(8) Establishment of standards and qualifications for guidance personnel assigned to one or more periods of guidance and counseling activity.

(9) Collection of information, in one or more publications, concerning the entrance requirements and the kinds and levels of training in the 80 technical institutes and 29 courses of study available among the higher educational facilities in Finland.

(10) Need for more rapid development of psychological measurement instruments and the training of teachers in their appropriate use.

(11) Need for gathering more general educational and occupational information and communicating it to parents.

(12) Need to develop a continuous inventory or cumulative record of child development and progress which would include all data that are collected by school and nonschool personnel workers. These data would be in one file, easily accessible to the school staff. Highly confidential information would not be placed in this folder, but the folder should indicate the guidance specialist who may be of help.

It is noteworthy that nearly all of the points I have made or suggested in the preceding paragraphs were considered or suggested or recommended and alluded to by members of the seminar discussion groups. A summary of the seminar sessions appears in Appendix III.

I departed from Finland feeling much encouraged by the zest and vigor of the educators and the guidance specialists in pursuing and seeking out the best possible approach to meeting the educational and guidance needs of their youth in a rapidly changing world. Although the people I met worked very hard and were very busy, I have never had the pleasure of associating with a more hospitable, tolerant and gracious group. I also wish to express my sincere thanks to Mr. Tenkilä, Secretary of the Educational Society of

Finland, and Mr. Gustafson, Information Secretary, National Board of Schools. These very brilliant and personable young men seemed to anticipate our every need and made both the professional and the social aspects of our visit to Finland most pleasant. I was further honored by having provided as my interpreter a young graduate student, Mr. Heikki Keto, who proved to be an unusually brilliant scholar and very capable in relating to the officials and reporters in all of the cities we visited in Finland.

APPENDIX I

Helsinki

Mr. Oistinen
Minister of Education

Dr. Ruutu
President of the Educational Society and
Principal of the Teacher Training College

Mr. Siikala
Secretary-General, Finnish National Commission for UNESCO

Mr. Salmela
Director General of the National Board of Schools

Dr. Pennanen
Officer, National Board of Schools

Mr. Tenkilä
Secretary of the Educational Society

Mr. Gustafson
Information Secretary, National Board of Schools

Mr. Mattlar
Chief of Department of Vocational Education
Ministry of Works and Transportation

Mr. Grönvik
Editor of Helsinki Hufvudstadsbladet

Mr. Järvi
President of Primary Teachers' Union

Mrs. Vaheri
Vice-President of Primary Teachers' Union

Miss Päivänsalo
Organization Secretary, Teachers' Union

Mr. Kiuru
Assistant Chief, Department of Vocational Education

Mr. Multimäki
Psychologist, Department of Vocational Education

Dr. Koskenniemi
Professor of Education, University of Helsinki

Dr. von Fieandt
Professor of Psychology, University of Helsinki

Miss Hälinen
Lecturer in Educational Psychology
University of Helsinki

Mr. Sipinen
Lecturer in Educational Psychology
University of Helsinki

Appendix I

Helsinki (continued)

Mr. Ojanen
Information Secretary, University of Helsinki

Mr. Frösén
Headmaster, Alppilan yhteislyseo, Helsinki

Mr. Tarkkala
Headmaster, Taivallahti Elementary School

Mr. Voutilainen
Headmaster, Helsingin Yhtenäsikoulu

Mrs. Aurama
English Teacher, Suomalainen Yhteiskoulu

Miss Kindt
Teacher, Alppilan yhteislyseo

Dr. Huuhka
Director, The Finnish Workers' Institute of the City of Helsinki
(Liberal Arts Evening School for citizens of Helsinki)

Miss Kuitunen
Member, Committee of Studies
Student Union of the University of Helsinki

Mr. Rissanen
Secretary of Studies
Student Union of the University of Helsinki

Miss Suviranta
Assistant and Secretary to Mr. Tenkilä
Secretary of the Educational Society of Finland

Mr. Keto
Graduate Student and
Interpreter and Scholar Extraordinaire,
University of Helsinki

Rajamäki

Mrs. Haikonen
English Teacher, Rajamäen Yhteiskoulu

Mrs. Lahti
English Teacher, Rajamäen Yhteiskoulu

Turku

Miss Melander
Psychologist, Child Guidance Clinic

Mr. Miettinen
Director of Vocational Guidance Bureau Regional Office

Appendix I

Turku (continued)

Mr. Mattlar
Assistant Director of Vocational Guidance Bureau Regional Office

Mr. Haahtela
Principal, Normal Training School

Mr. Nuotio
Lektor, Normal Training School

Mrs. von Hellenz
Lektor, Normal Training School

Miss Aalto
Lektor, Normal Training School

Dr. Vikainen
Professor of Education, University of Turku

Mrs. Ikola
Information Secretary, University of Turku

Tampere

Dr. Koli
Rector of the School of Social Sciences

Mr. Bredenberg
Lecturer, School of Social Sciences

Miss Kääpä
Assistant Secretary, School of Social Sciences

Dr. Tannenbaum
Fulbright Scholar at the School of Social Sciences

Mr. von Weissenberg
Director, Youth Leadership, School of Social Sciences

Miss Hillman
Director of Home for Girls

Miss Aaltonen
Director of Children's Nursery

Mr. Pennanen
Director of Child Guidance Clinic for rural area of Tampere

Mrs. Mandelin
Head Psychologist, Child Guidance Clinic for City of Tampere

Mr. Mäntyoja
Chief Inspector of Public Schools in Tampere

Mr. Mäkelä
Headmaster, Civics School

Tampere (continued)

Mr. Koski
Principal, Vocational School

Mr. Kartela
Principal, Saukonpuisto School of Special Education

Jyväskylä

Mr. Mäki
Professor of Psychology and Special Education,
University of Jyväskylä

Mrs. Jämsén
Assistant to Mr. Mäki, University of Jyväskylä

Dr. Kyöstiö
Professor of Education and Psychology, University of Jyväskylä

Dr. Pitkänen
Head, Department of Educational Research, University of Jyväskylä

Dr. Koski
Fulbright Scholar in Physical Education, University of Jyväskylä

Dr. Britten
Fulbright Scholar in Psychology, University of Jyväskylä

Mr. Kronquist
Lecturer in Elementary Statistics, University of Jyväskylä

Mr. Vasunta
Inspector of District Schools

Jämsä

Mr. Riipinen, Jämsä Center Primary and Civic School

Liminka

Mr. Oravainen
Parish Rector and Principal of Liminka Secondary School

Mr. Jalkanen
Principal of Home School for Boys

Mr. Siilasvuo
Principal of People's High School

Mr. Vuorilehto
Principal of Civic School

Appendix I

Oulu

Mr. Inkala
Principal, Normal Training School

Mr. Rönkä
Head Teacher of English, Oulun Normaalilyseo

Miss Nisonen
Lektor in Educational Psychology, Oulu College of Education

Mrs. Kautola
English Teacher, Oulun Normaalilyseo

APPENDIX II

SEMINAR IN EDUCATIONAL GUIDANCE

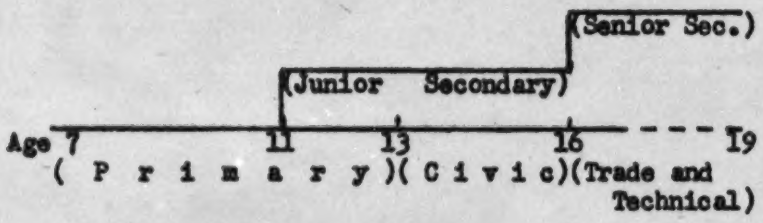
Seminar sponsored by
Educational Society of Finland
Finnish National Commission for UNESCO
National Board of Schools

Summaries of introductory talks:

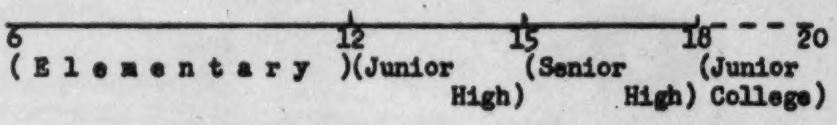
Esko Pennanen, "Comparison of Finnish and American School Systems"

In his talk, Mr. Pennanen compared the school system of Finland and the U.S.A., thus providing background for later discussions.

Finnish System:



American System:



The American system is characterised by the mixing together of many different elements. Therefore, "life adjustment" has become an important part of American education. The system offers a great deal of choice and only relatively few compulsory subjects. There is a great flexibility in studying because the subjects can be studied at various levels. As a result, the pupil is expected to make a great deal of choices and decisions at the different stages of study and consequently guidance becomes most essential.

The Finnish schools, apart from primary schools, select their pupils at various stages. There are few choices, mainly between (usually) two foreign languages and between the mathematical and humanistic line. The choices the pupils make are not always carefully considered; the choice of friends or the reputation of a teacher can often influence the choice.

Thus, broadly speaking, in the U.S.A. the pupils choose the subjects whereas in Finland the school chooses its pupils.

Appendix II: Summary of Introductory Talks at Seminar in Educational Guidance

Walter Erko, "Guidance in Primary Education"

Mr. Erko pointed out that he is primarily qualified to speak only of the situation in Helsinki and the bigger towns. In the countryside, development is generally slower, although there are usually fewer educational problems because teachers know their pupils better and the classes are usually smaller. He further divided his topic into vocational and other guidance.

The guidance given in primary schools is essentially vocational guidance. However, the existing 12 regional bureaus with their local bureaus are not sufficient to meet the demand for guidance. Personally, I have every reason to be satisfied with the present organization. It has always striven to establish a close cooperation with the schools, especially with primary schools.

The fact that vocational guidance is placed outside the school is no drawback, provided there is a good and close cooperation. This is, however, to a great extent a question of authority: primary school teachers have grown accustomed to solving the problems on their own and are therefore reluctant to refer the problems to a specialist. Yet specialists are needed, and the vocational guidance expert is one of them. The school's own contribution is necessary, too. To this end there are the liaison teachers giving vocational instruction in the civic school. Practical training and excursions to factories, etc., are also arranged.

Other kinds of guidance are still rather undeveloped. Youth guidance clinic is an unexisting term in primary school legislation, and so are child psychologist and psychiatrist. Although not officially existing, there are, however, 30 youth guidance clinics, covering only 60-70 of our 500 communes. Besides, they have not been primarily designed to help primary schools, but they help if they can.

So far it has not been possible to employ social workers in bigger primary schools because the founding of such positions has not yet been stipulated by the law. The workers would be badly needed, however, particularly for preventive purposes. Primary schools do not actually expel their pupils, although this would be legally possible. It is possible to keep even difficult or exceptional children in school because of the well developed system of special instruction. To place a pupil in special classes requires investigation into the matter and discussion with parents, which often means informing and persuading them. This is essentially educational guidance, and specialists are needed to do it. In Helsinki and other big towns there are youth guidance clinics to handle these cases. For instance, in Helsinki approximately 1,000 cases are handled annually, i.e., 3.3 per cent of the total of 30,000 pupils.

Study counseling is not as important in primary education as it is in later education. Besides, the age of 11 (end of fourth grade) is probably too early for differentiation in studies, and it would no doubt be better if the division into various lines of study would take place later.

Appendix II: Summary of Introductory Talks at Seminar in Educational Guidance

Niilo Lehtonen, "Guidance in Vocational Education"

Vocational education on one hand is expected to provide trades and industry with qualified workers well suited to their occupation. On the other hand, it is expected to provide further education for the pupils who have left the basic school.

The duration of vocational training, if compared with primary or secondary education, is short:

-- Trade schools: 2-4 years, depending on the line of study

-- Technical schools: 3 years; colleges: 4 years

-- Commercial schools: 2 years; colleges: 2 years (1 year for those matriculated from secondary school)

The average age (first grade, fall 1963) of the pupils of general trade schools is 15-16 years; technical schools, 24-25 years; and commercial colleges, 19-20 years. Broadly speaking, the number of pupils has doubled during the last 7-8 years.

When entering the vocational school, the pupils must choose from a great number of different lines. Trade schools offer approximately 80 lines and technical schools and colleges 29. Even commercial institutes offer 2-3 different lines. Therefore, the planning of future occupation must begin in the basic school. Some of the lines are more popular than others, and the number of applicants and the percentage of pupils accepted vary accordingly.

In Finland, vocational guidance is provided by a special organization outside school. So far guidance has been able to reach only the pupils in the school-leaving grades of the basic schools, and only in a part of the country. Thus many young people planning to enter vocational institutes are outside its reach. To remedy this, informative literature has been published. However, all young people are not active readers nor do they all have problems which would sufficiently motivate reading this literature.

In 1963 an average of 60 per cent of the pupils applying for admission to vocational institutes could be accepted. The percentage varies according to the line of study and also with regard to local possibilities. When accepting new pupils, vocational schools must choose those having sufficient qualifications because of the short training period. The schools must also place the accepted pupils in appropriate lines of study. This is done whenever possible, taking the pupil's preference into consideration. The pupils are also submitted to 3-5 aptitude tests in groups, to help the school place the pupils. The first semester is probationary, during which each pupil's achievement is especially observed.

Educational guidance in vocational schools affects two main fields: school work proper and leisure time.

Every school has a register and/or a file (card-index) of the pupils. The system of class advisors is used in some large schools. In regional

Niilo Lehtonen, "Guidance in Vocational Education" (Continued)

vocational schools there are dormitories for pupils from the surrounding areas. Vocational schools have several kinds of teachers, teaching occupational subjects, workshop practice, and basic and general subjects. The learning of all subjects does not always seem to be sufficiently important to the pupils, and consequently some subjects are only considered "the necessary evil."

The pupils have associations and clubs organizing free-time activities. The schools appoint sponsors from among the teachers to support these activities.

The teachers must have a thorough knowledge of the trade they teach. Teacher training proper includes practice and demonstration teaching. Further training is mostly concerned with increasing the teachers' skill in their trades. Short courses have also been arranged at university summer schools.

Niilo Visapää, "Guidance in Secondary Education"

Vocational guidance in our secondary schools is provided by an organization outside the schools. The organization is solid and coherent. It has apparently found the basic lines and is now chiefly developing its methods.

In our secondary schools the need for guidance is regulated by the entrance examination. The distribution of intelligence therefore does not follow the Gauss curve. In my view, the entrance examination and a psychologically trained staff of teachers, and above all class advisors, render unnecessary the phenomenon which in the U.S. is known as guidance specialist or school psychologist.

Further, the primary aim of our secondary school is to instruct, to provide learning rather than general education, which is the aim of the American school, seeking to give the greatest possible amount of education to the greatest possible number of pupils. Evidently, providing instruction is education; in secondary school, this is the chief function of education. American educationists optimistically think it possible to make the pupils become acceptable citizens through education. We do not so easily rely on the charm of education or guidance. We subscribe to J. A. Hollo's* definition of education as "helping grow" or "making grow."** Thus the direction of education in the Old World is from individual to community whereas in the New World it is characteristic to see the community as the forum where an individual stimulated by a feeling for his neighbor can find himself.

In considering the need for guidance it could also be asked whether general guidance is at all the concern of secondary school. Providing education is actually one of the unalienable rights of the home; school is only a kind of coordinating agent. Theoretically, guidance should properly strive to

*Finnish educationist, b. 1885.

**The Finnish word "kasvatus" (education) is a derivative of the verb "kasvaa" (grow, be cultivated), literally meaning "making grow, cultivating." Thus in Finnish the educating of a child and the growing of corn would both be rendered by "kasvatus" (or "kasvattaminen").

Niilo Visapää, "Guidance in Secondary Education" (Continued)

strengthen the position of the homes whenever necessary, so that their educational measures would lead to better results. Whose concern, then, is this kind of guidance? Certainly not of secondary schools, but most especially of voluntary educational organizations of homes. Adult education is nowise the concern of secondary school. It must therefore be careful not to weaken with its measures this primary function of homes which, even when carried out gropingly, is always better than the generally superficial guidance of the school.

Nevertheless, practice and even society demand that secondary schools provide general education. An increasing number of homes are either incapable or unwilling to carry out their main function. Yet, to fulfill its primary function, secondary school must in the first place develop teaching methods and only in the second place its educational measures. Our secondary schools have been given fixed standards of instruction, controlled by a matriculation examination.

In its special educational function, secondary school must strive to become effective enough. To this end a sufficient knowledge of the pupil is essential. To achieve this knowledge, the class advisor, along with the principal, plays an important role. A few years ago a special class advisor's lesson was instituted by the Board of Schools. In my view this offers almost all the possibilities necessary to carry out the educational task of secondary school. In their prescriptions, the Board defined a program which must be considered sufficient, especially if one remembers that the principal has the right to get the required additional information on the pupil from social, medical and welfare authorities. Yet it is apparent that a reform in class advisors' lessons will be needed. This reform is so insignificant from the point of view of guidance that there is no reason for too much hurry.

In my opinion secondary schools need no special guidance personnel in addition to the teachers, provided vocational guidance be given along the present lines. In order that the general educational function of secondary school could be carried out properly, it is, however, necessary to provide for the further pedagogical training of teachers and to emphasize training in educational psychology and sociology in teacher training programs.

Wolmar Mattlar, "Vocational Guidance in Finland"

Vocational guidance aims at helping the individual solve the problems connected with his choice of occupation or his occupational development so that his individual qualifications and the possibilities offered by the various occupations are taken into consideration without restricting his freedom of choice.

Vocational guidance gives information on the various occupations, seeks to find out the individual qualifications of the persons guided, arranges his placement in appropriate employment, and also observes later progress.

Wolmar Mattlar, "Vocational Guidance in Finland" (Continued)

Although vocational guidance is directed and controlled by a central bureau supervised by the Ministry of Works, it is clearly stipulated by law that vocational guidance be jointly given by the guidance authorities and the schools. The schools are to provide opportunities for effective cooperation, give information on the pupils' state of health, school achievement, hobbies, intelligence, character, and social and economic background.

In a few years--the law came into effect at the beginning of 1961--an organization of vocational guidance has been developed, reaching almost one-half of the pupils at the appropriate age. Vocational instruction is given in all civic schools and the last grades of junior secondary schools within the reach of the organization. Guidance authorities actively help the schools by providing material and otherwise supporting them in arranging the instruction.

The cooperative guidance activities required of the schools are in charge of specially trained liaison teachers. They also carry out pupil observation on which the necessary information about the pupils is based. At present there are 720 such liaison teachers.

Vocational guidance proper is in charge of specialists who are trained psychologists giving personal guidance on the basis of the reports of the liaison teachers, medical and school reports, interviewing and testing. They also help the pupils carry out the intended course of study, including follow-up in the field.

Provided the proposed school reform--no matter on what basis--takes place, the duties of liaison teachers and guidance specialists will increase, particularly if the new system offers more choices than the present one.

Since vocational guidance specialists are also fully qualified psychologists, it is evident that they could--to some extent at least--help the pupils with other than strictly vocational problems. The specialists could also help parents and teachers, e,g., with choosing courses of study in senior secondary school.

In school-leaving grades the specialist takes the initiative. In order that the initiative for guidance could come from the pupils, and also from those in other than school-leaving grades, the specialist should have fixed appointment hours when the pupils could see him personally. For this purpose more qualified specialists and trained liaison teachers will be needed.

Whenever necessary, the specialists should also be able to refer emotionally or developmentally disturbed children to institutes like hospitals or youth guidance clinics. The clinics could also provide guidance, especially in the lowest grades.

Appendix II: Summary of Introductory Talks at Seminar in Educational Guidance

Hillevi Kiviluoto, "Youth Guidance Clinics in Finland"

The founding and expansion of youth guidance clinics in Finland has been largely due to the recognition of the considerable need for expert psychological and pedagogical help at our schools. To begin with, and to some extent even now, the greatest number of children referred to the clinics are those sent by the schools. The present organization, however, is generally felt to be inadequate to meet the need for psychological work even at elementary schools, secondary and vocational schools being more or less completely outside its reach.

According to the regulations for youth guidance clinics laid down by the Ministry for Social Affairs, a school psychologist should

(1) be responsible for psychological testing and other activities organized by the clinic at schools;

(2) supervise and develop investigations in the field of school psychology carried out by the clinic;

(3) give statements on children's school maturity, development, and their special difficulties;

(4) provide expert advice needed in special arrangements at the beginning of school and in later transfers from one class to another;

(5) refer children requiring further examination and treatment to the clinic;

(6) advise authorities on necessary measures in developing special teaching;

(7) provide expert advice in developing the general educational conditions of the area;

(8) maintain contact between school authorities, teachers and clinic personnel;

(9) participate in developing the cooperation of homes and schools;

(10) provide information aiming at the furthering of children's mental health; and

(11) discharge other duties assigned to him in his sphere of activity.

A school psychologist must first be a qualified teacher at primary, or corresponding, level. Further, he must have a master's degree ("Filosofian Kandidaatti") or a corresponding university degree with honours (level of "Laudatur") in psychology and education or sociology.

The clinical care of the children is in charge of medical doctors, whose qualifications include specialization in neurology and (child) psychiatry. The social workers are required a degree in relevant social subjects. The qualifications thus combine psychological, pedagogical and clinical experience.

During recent years, many youth guidance clinics have more and more concentrated on child psychiatry. As a result, educational and didactic problems in school work have often been overlooked. The field of the clinics'

Hillevi Kiviluoto, "Youth Guidance Clinics in Finland" (Continued)

activity has thus narrowed and their qualified staffs have not been used in the most effective way. Furthermore, the educational problems of the normal child have often been felt to be of secondary importance, and preventive activity has been little encouraged.

The main reason for this recent development is probably the fact that a sufficient distinction has not been made between general guidance activity on one hand and psychiatric clinical activity on the other. The emphasis of clinical activity has been on the treatment of emotionally disturbed children, whereas the aims of general guidance are above all determined by pedagogical considerations.

The present number of youth guidance clinics in Finland is twenty-six. At least twenty are also active in the field of educational psychology in one form or another. Nine of the twenty can be considered well established clinics. We have been ahead of Sweden with regard to the qualifications of the personnel as well as the forms of activity.

A uniform organization of the clinical work and work in educational psychology offers certain valuable advantages, such as the maintaining of a clinical aspect in the work of a school psychologist and his immediate possibilities to refer children with problems to appropriate care. On the other hand, the markedly pedagogical character of a school psychologist's work and his close contact with school impose certain requirements not adequately met by our present youth guidance clinics. Neither is legislation concerning the clinics accurate or adequate. Uncertainty is also caused by the fact that in regard to confidential information, school psychologists are compared with ordinary medical doctors and can convey little or no information to school authorities or teachers. Evidently, under present circumstances, school psychologists cannot meet the needs of schools in the best possible way.

There would thus seem to be sufficient reason to consider what changes should be made in the organizing of youth guidance clinic work to meet the needs of education, both at home and school, and also to expand it to comprise secondary and vocational education. A committee has been appointed to consider these problems and is preparing its report. It is to be hoped that schools are given an opportunity to consider whether the proposed changes are sufficient to guarantee the organizing of school psychological work in a satisfactory way.

APPENDIX III

SEMINAR IN EDUCATIONAL GUIDANCE

Seminar sponsored by
Educational Society of Finland
Finnish National Commission for UNESCO
National Board of Schools

Summaries of group discussions:

Group One

A. Need for Guidance

Need for guidance is manifest in our schools and is constantly increasing. Guidance is modified by the goals set by pupils and their homes. The pupil is more important than any system.

The problems which arise were divided into six groups in order of appearance:

1. Problems of learning
   a. General
   b. Special

2. Problems of human relations and adjustment
   a. School work
   b. Family
   c. Friends
   d. Society and its requirements
   e. Free-time activities
   f. Clubs and organizations
   g. Military service

3. Problems of health

4. Problems of personality
   a. Sexual
   b. Ideological

5. Problems of choice
   a. Choices at school
   b. Vocational choices

6. Problems of those who have discontinued or finished school

B. Objectives of Guidance

In defining the objectives, it is important to establish common values, e.g., whether community or individual values are the more important. Only after the values have been defined can guidance be carried out by a uniform system and with uniform methods. Basic common values are also most important from the point of view of educating guidance workers.

Appendix III: Summary of Group Discussions at Seminar in Educational Guidance

Group One

B. Objectives of Guidance (Continued)

School services must be regarded as a whole. A favorable and positive attitude must be created. Attention should be paid to the following questions:

1. To what extent should guidance measures be more preventive?
2. What possibilities are there for vocational guidance specialists to become general educational guidance specialists
   a. by increasing their activity from school-leaving grades downward?
   b. by further training in educational psychology?
   c. by joining the school personnel?
3. Can the educational guidance specialist be chosen and trained from among the school personnel?
4. How can the needs which are not met in Nos. 2 and 3 be met?
   a. By employing social workers?
   b. By employing school psychologists?
5. How can the function of youth guidance clinics and child welfare bureaus be made more effective? How can legislation affecting them be developed?
6. How can experimental work in this field be carried out?

Group Two

A. Need for Guidance

Pupils of various ages and schools have problems which are recognized by teachers, vocational guidance specialists and youth guidance clinic personnel. The present system of guidance can only inadequately deal with these problems. Even if schools have persons familiar with them, they do not have enough time or energy. There are undoubtedly more problems, the existence of which is only recognized when systematic help becomes available. Besides, if the proposed change to a coordinated comprehensive school system takes place, need for guidance will be greatly increased.

The cases requiring guidance can be grouped in various ways, e.g.:

1. Vocational guidance
2. Planning of studies and dealing with difficulties in learning, only too little investigated
3. Special cases requiring far-reaching personal guidance, e.g., emotional disturbances and problems of adjustment

Group Two

A. Need for Guidance (Continued)

Although need for guidance is universal, special problems arise with pupils in vocational schools living in dormitories, especially with adolescent pupils. Attention should also be paid to (1) pupils returning to school after a long period of illness, (2) pupils from divorced or discordant homes, (3) conflicts between teachers and pupils, (4) socially withdrawn and uncommunicative pupils, (5) pupils returning from secondary to primary school, and (6) relations between boys and girls.

The responsibility for dealing with these problems lies with teachers and school. The help of specialists is, however, needed to deal with them effectively.

B. Organizing Guidance

In primary schools, help from youth guidance clinics should be provided to the teachers of first grades, and in general, contacts with the clinics should be made closer. In teacher training, more attention should be paid to educational psychology and pupil observation. Problems other than strictly vocational problems could also be referred to vocational guidance specialists.

In civic schools, vocational guidance occupies a central position. Even here vocational guidance specialists could deal with other than vocational problems, to avoid too much overlapping of the various systems. Liaison teachers should be better trained, be better paid, and have greater authority and a smaller teaching load to enable them to devote more time to guidance.

In secondary schools, organized guidance is rather undeveloped because youth guidance clinics, being communal institutions, are closer to primary schools. They are, however, being developed and will no doubt eventually serve all schools. They should also have a preventive function. Now they more or less concentrate on cases where something has already gone wrong.

Vocational schools are of many different kinds and types, and the need for guidance is therefore very great. Information about the various possibilities offered should be made more effective.

Young people who are still of school age but who attend no school constitute a special problem.

Group Three

A. Need for Guidance

The great differences between American and Finnish school systems were pointed out. Need for guidance is naturally greater in a system offering a great number of choices. In spite of the difference, there is definite need for guidance even in our schools of all types. Some of the reasons are an increased number of pupils, especially in secondary school, a greater variety of background and the changing demands of a changing society.

Group Three (Continued)

B. Factors to Consider

1. Systematic vocational guidance should be extended even to secondary schools. Here specially trained class advisors would make the best liaison teachers.

2. Suitable young teachers should be specially trained to become class advisors.

3. A practical cumulative record card or file should be developed and all basic information about the pupil should be collected in it.

4. Guidance activities should be concentrated on a specialized teacher, also taking part in teaching.

5. Special attention should be paid to exceptional pupils, as well as to pupils about to leave school or enter other type of school.

6. In secondary schools, the principal should have more opportunities to refer difficult cases to experts.

C. Objectives

1. Intensifying of pupil observation

2. Guidance in making decisions and choices as well as in the technique of study, especially in the beginning of a new type of school or stage of study

3. Guidance in good manners and behavior

4. Guidance in free-time activities

5. Guidance in helping a youngster find himself

D. Organizing Guidance

In the general opinion of the group, the standard of teachers and teaching in our country is high. In organizing special guidance this standard must be maintained, and teachers must be given opportunities for further training in the field of guidance.

Following is a summary of the group's opinion.

1. Pupil is the essential consideration in guidance. The number of difficulties is great, and dealing with them requires wisdom and discretion. Short cuts cannot help the pupil permanently. It is valuable that the student can encounter problems characteristic of his age and experience the joy of overcoming them.

2. The duty of the adult is "helping grow." In this function, parents and homes still occupy the most important position. Therefore, guidance should also be extended to adults. In school, every teacher, by virtue of his choice of calling, must feel the responsibility of an educator. Teacher training is essential. Provided the teachers are given the tools, schools are capable of providing guidance.

Group Three

D. Organising Guidance (Continued)

3. In order to solve certain problems, however, special help is needed. Since there are specialists, why should teachers not utilise their help?

4. Some goals for the future:

	At present	In the future
a.	Principal's position changing	Principal as coordinating agent in guidance
b.	Teacher training being modified	Special training in guidance
c.	Class advisor's lesson	Further training of class advisors (see below)
d.	Certain experts:	
	(1) Vocational Guidance specialist	Intensifying of vocational guidance; good liaison teachers; their training
	(2) Youth guidance clinics	Closer and more active contact
	(3) School physician	
	(4) School nurse	
	(5) School psychologist	
	(6) School psychiatrist	

5. Duties and training of class advisors:

a. Knowledge of pupil and pupil observation
   (1) Documented information: cumulative record cards, files
   (2) Interviews
   (3) Observation

b. General guidance
   (1) Studies: choices, technique (in cooperation with subject teachers)
   (2) Manners and behavior
   (3) Free-time activities

c. Development of personality
   (1) Intellectual
   (2) Religious
   (3) Ethical
   (4) Esthetic

d. Difficult cases referred to specialists

Group Four

A. Need for Guidance

The group chiefly discussed the need for educational guidance in secondary school. It was acknowledged that need for guidance is considerable. In defining the needs and organising guidance, it is essential to start from the pupil.

Some of the factors producing the need are increased size of schools and classes, indifference of parents in matters of education, and above all, pupils' ignorance in many essential questions of studying and making choices, often resulting in haphazard and unmotivated decisions.

Need for guidance is particularly great with pupils planning to change school or discontinue their studies.

At present, pupils can get help in certain problems, some problems can only be recognized, and still others not even recognized. Here class advisors and vocational guidance personnel occupy an essential position. The strictly confidential nature of the information on the pupils for the benefit of vocational guidance specialists, however, lessens possibilities for more general guidance. Interchange of information between teachers and vocational guidance specialists should therefore be facilitated so that they could cooperate. The teachers should, of course, also respect the confidential nature of this information.

In primary schools, a good deal of guidance is already in charge of vocational guidance bureaus and youth guidance clinics, in part of the country at least. Special attention should be paid to guidance in the fourth grade, before transition to secondary school, as well as the guidance of less intelligent pupils and those having difficulties in adjustment. On the other hand, the pedagogical training of primary school teachers is probably superior to that of secondary school teachers and thus gives them better opportunities for guidance.

B. Organizing Guidance

It is essential to create a positive attitude toward guidance in all school forms and types. Each guidance worker must be conscious of the importance of his work.

The existing organization and its possibilities should be utilized and developed as much as possible. Pupil observation is of basic importance. This presupposes the planning and adoption of a suitable cumulative recording system.

1. A routine system should be adopted, consisting of

   a. Appointment hours when pupils could discuss their problems personally.

   b. Conferences of the school staff and vocational guidance authorities, youth guidance clinic and welfare personnel, and medical authorities.

Group Four

B. Organising Guidance (Continued)

c. Conferences of teachers:
(1) Discussion of the problems of a few pupils at a time.
(2) Conferences of all teachers of one class.
(3) Conferences of all teachers of the school.

It is desirable that experts from outside school also be invited to these conferences whenever necessary.

2. Cooperation between schools and homes should be intensified.

3. Interchange of information between the various guidance workers should be facilitated.

4. Possibilities of youth guidance clinics should be increased.

5. Referral of pupils to vocational guidance experts should be facilitated.

6. Information about the existing facilities should be increased.

7. Psychological and pedagogical guidance should be included in teacher training programs as well as in the further training of teachers. One possibility is "helping teachers," helping young teachers with their problems.

8. School authorities should pay special attention to the personal suitability for guidance in their choice of class advisors and vocational guidance personnel.

9. Summer courses as well as visits to suitable schools should be arranged for the special training of classroom teachers, vocational guidance specialists and social workers in primary schools, and of class advisors, liaison teachers, vocational guidance specialists and principals in secondary schools.

A possible on-coming reform in the school system makes it difficult to plan for the more distant future. The planning is now, above all, the duty of universities and research institutes. Educational guidance should occupy a prominent place in the planning from the beginning.